



## Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact [support@jstor.org](mailto:support@jstor.org).

ation. We give extracts from the reports of the two groups.

### THE CONDITIONS IN THE GOVERNMENT SERVICE

The committee representing the scientific, technical and professional services report that existing conditions in the federal government service disclose the fact that adequate standards of personnel and of performance are not being maintained, that the situation is becoming worse instead of better, that a force which was depleted by the demands of war has become still further depleted since the cessation of hostilities and that this depletion is proceeding at a constantly increasing rate, until it is only a matter of months before it will be humanly impossible for the experienced personnel remaining to perform adequately the duties devolving upon them. While a certain percentage of turnover in an organization is not harmful and may even be desirable, an annual turnover of 25, 50 or even 100 per cent. and more which is occurring at the present time in the federal government service is disruptive of the organizations, reduces the efficiency of the work and largely increases its cost. It is sufficient here merely to cite examples.

Since July 1, 1918, the Forest Service has lost over 700 employees, or 28 per cent. of its total force, including 460 of its technical personnel. The Coast and Geodetic Survey in the same period lost 33 per cent. of its technical force. The Bureau of Standards lost 16.3 per cent. of its permanent staff in the District of Columbia in 1915-16, 27 per cent. in 1916-17, 48.6 per cent. in 1917-18, and 50.1 per cent. in 1918-19, a total of 840 resignations in four years out of an average force of 535. The separations from the combined technical staffs in Washington and Pittsburgh ag-

gregated 1,400 in the four years, out of an average personnel of 473, making an average annual turnover of 85 per cent. with a maximum in the fiscal year 1918-19 of 145 per cent.

These services require men of specialized training and years of experience in the work to be performed before they reach their full efficiency. It is self-evident that the technical work of the government can not be efficiently or economically performed under such circumstances. It would not be done even if the replacements were by individuals of equal ability, but it is not possible to maintain previous standards in such replacements. Individuals of equal ability will not accept the positions offered, and there must be in consequence a constant reduction of standards in order to fill the vacancies. Not only does the excessive turnover result in reduced amount of work for the same number of employees, and in reduced quality, but it also results in increased cost per unit of work performed. Studies made by the Coast and Geodetic Survey, in relation to its commissioned personnel, show that the aggregate cost during the fiscal year ending July 1, 1920, of using experienced men for training new employees, of lost time due to personnel changes, and of lessened efficiency due to inexperience is likely to be more than 25 per cent. in excess of the total annual payroll for such personnel.

The most serious aspect of the situation is in the fact that the demand from the outside is for the highest grade men, for the trained professional workers and for the best of the administrative officers—individuals difficult to replace in any circumstances, and particularly difficult to replace under present conditions. Many of the most efficient and most valuable employees are leaving; the less efficient and less

valuable remain. The net result is a constant deterioration in personnel which, if continued, will eventually result in reducing the government service to a mere training school for private business.

#### THE SALARIES OF EXPERTS IN THE FEDERAL SERVICE

The committee has segregated 4,332 positions into the various ranks, showing for each rank the number of positions, the mean of the salaries paid in 1919 and 1915, and the percentage of increases in the mean from 1915 to 1919. A temporary bonus of \$240 per annum for salaries of \$2,500 and under is now in effect. This bonus is applicable to practically all positions in the three lowest ranks, to probably about 75 per cent. of the positions in the fourth rank, to about 10 per cent. of those in the third rank and to none in the second and first ranks. If bonuses are added on these assumptions to the present average base salaries, the total percentage increases in the several ranks since 1915 would be approximately as follows:

TABLE II

Rank	Title	No.	Salary	Increase
1	Senior	51	\$5,170	3.3%
2	Full	184	3,275	5.0
3	Associate	408	2,724	8.9
4	Assistant	1037	2,296	17.2
5	Junior	1368	1,872	26.2
6	Aid	1050	1,488	32.2
7	Junior Aid	234	1,152	45.7

The committee states that even if it could be assumed that 1915 salaries were sufficient for maintaining an adequate personnel, it is apparent that the increases since that date have lamentably failed to keep pace with the reducing value of the dollar in which they are paid. Salaries paid in the lower ranks in 1915 were approximately equal to salaries paid for similar positions in private

employment. The disparity between government salaries and those paid in private business increased, however, for each step up in the rank of positions occupied. Amounts paid in the full professional, associate and senior ranks were far below the amounts paid for similar employment and responsibilities in private business, with the result that even in 1915 it was difficult to secure and retain an adequate personnel for the higher positions. Nevertheless, in such adjustments as have been made since 1915, these three upper ranks have been practically ignored. It is not surprising that under such circumstances so large a proportion of men in these grades are leaving the government service.

If the flood of resignations from government service is to be stopped and if the service is to be maintained on a standard commensurate with the importance of the work to be performed, there must be a radical readjustment in the present salary scale for the technical, scientific and professional services—a readjustment which will recognize the commercial value of the service performed and realize the fatal blunder of attempting to do the business of the government on a compensation basis which private business abandoned years ago.

After investigation, the advisory committees of the technical, scientific and professional services submit a scale as representing, in their judgment, the lowest amounts under which it will be practicable to recruit and retain in the government service a properly qualified personnel in any class of its technical, professional or scientific work. In support of this scale comparisons are made with rates of pay of skilled and unskilled labor, and certain technical positions under the "Macy Scale," and the salaries received by several hundred government employees who have left the service.